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itary Policy of the American Legion

HEARING

BEFORE THE

COMMITTEE ON MILITARY AFFAIRS
UNITED STATES SENATE

SIXTY-SEVENTH CONGRESS

SECOND SESSION

RELATIVE TO

AWARDS OF DECORATIONS AND THE MILITARY POLICY OF THE AMERICAN LEGION

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MILITARY POLICY OF THE AMERICAN LEGION.

FRIDAY, JANUARY 27, 1922.

UNITED STATES SENATE,
COMMITTEE ON MILITARY AFFAIRS,
Washington, D. C.

The committee met at 10.30 o'clock a. m., Senator James W. Wadsworth, jr. (chairman), presiding.

The CHAIRMAN. The committee will be in order.

We are ready to hear from you, Col. Markey.

STATEMENT OF MR. D. MARKEY, CHAIRMAN OF THE MILITARY AFFAIRS COMMITTEE OF THE AMERICAN LEGION.

Mr. MARKEY. Mr. Chairman and gentlemen of the committee, I have prepared here a brief, and I am going to ask the secretary of the committee to distribute it, and I will read it to you as the statement of the military affairs committee of the American Legion.

STATEMENT OF THE MILITARY AFFAIRS COMMITTEE OF THE AMERICAN LEGION.

This military affairs committee of the American Legion is appearing before you by direction of its national convention, held at Kansas City last October, to approve and commend the proper development of the military policy outlined in the national defense act, as amended June 4, 1920.

The American Legion at its first national convention in Minneapolis in 1919 called for an adequate and appropriate military policy for our Nation, and it is their opinion that this national defense act provides a sound, practical national defense. It is particularly interested in this policy because it provides in times of peace for a small standing army, with a citizen army capable of rapid expansion in times of emergency, which we believe to be in harmony with our national institutions and our traditional military policy.

The citizen soldier part of the Army, as represented in the National Guard and the Organized Reserves, provides, in the opinion of the Legion, the most democratic and the most economical solution of our problem of national defense.

It is our opinion that the funds included in the budget estimates are essential to the development of this program. We are convinced that the recognition given by the War Department estimates to the importance of the National Guard and the Organized Reserves represents the minimum appropriations for the Organized Reserves and even less than the minimum for the National Guard for the proper functioning of these component parts of the Army of the United States. If the financial condition of the United States demands a more rigid economy than the necessary welfare of those component parts of our military establishment require, then we urge the maintenance of these items in their complete integrity.

The American Legion recognizes the national demand for retrenchment and reduction in governmental expenditures, but as practical men, who have learned the lessons of preparedness by the hard experience of war, we are confident that it would be a great mistake, at this time, to limit the proper functioning of the national-defense act by any further reduction in the estimates as submitted by the War Department and approved by the Budget Committee.

We are convinced that in the preparation of these estimates the economic demands of the country have received the fullest and most carefl consideration by the Secretary of War and any material cut will seriously affect an adequate national defense of our country and will tend to bring it below what is recognized as a proper margin of safety.

The American Legion unqualifiedly indorses the recommendations upon the commissioned personnel of the United States Army made by Gen. Pershing. It believes that the elimination of a considerable number of the least effective officers of the Regular Establishment will tend to increase the efficiency of the entire Army of the United States. We believe that the commissioned personnel should not be cut below the number recommended by Gen. Pershing, which is the number approved by the Budget Committee, as these officers are required not merely for the units of the Regular Army but for the development of the National Guard, the Organized Reserves, and the system of citizen training.

This committee is also directed by its national convention to recommend legislation that will provide that the time for making recommendations for and the awarding of the congressional medal of honor, the distinguished service cross and the distinguished service medal for service in the war, be extended five years after the declaration of peace by the United States and also that the law which allowed men who had previously been recommended for the congressional medal or honor but who failed to receive the distinguished service cross, be changed so that the law shall apply to all persons now in or who have been honorably separated from the military service of the United States.

As representatives of an organization containing a million exservice men, organized into 11,000 posts throughout the United States, we feel entitled to expect with some confidence that the country will look for some time to the exservice men of the Nation for a sound and patriotic judgment upon subjects relating to national preparedness.

The committee on military affairs is concerned with the broad question of policy as it affects our national defense, without reference to any special interests. Our recommendations are based upon comprehensive viewpoint of the working of the entire Army reorganization act in a harmonious, efficient, and economical development of each of the component parts of the Army of the United States.

D. JOHN MARKEY, *Maryland, Chairman.*
EDWARD L. LOGAN, *Massachusetts.*
A. G. THACHER, *New York.*
HANSON E. ELY, *Iowa.*
GEO. E. LEACH, *Minnesota.*
JOHN McA. PALMER, *District of Columbia.*
ARTHUR F. COSBY, *New York.*
E. V. RICKENBACKER, *Ohio.*

Senator WARREN. Have you been before either of the two committees of the House, the Military Affairs Committee or the Appropriations Committee, or have you arranged to appear before them?

Mr. MARKEY. We were before both the Military Affairs Committee and the Subcommittee on Appropriations yesterday. We also had a personal conference with Mr. Madden, the chairman of the committee, and submitted to him personally one of these statements of the committee.

I want to possibly qualify one statement there in connection with what I have said, in the paragraph at the beginning of the second page of the brief, where it has been indicated that even less than the minimum for the National Guard, by stating that in the budget estimates there is provided an appropriation of $30,000,000 for the National Guard for the fiscal year beginning June 30. That, in the opinion of the Militia Bureau, whom I am quoting, is in their judgment sufficient only for a Guard of 143,000 men. To-day there is in the National Guard of the country 140,000 men, with every reasonable assumption that the number of 143,000 will be reached in a very short time; so this committee desires to call your attention to that fact, that there are no provisions made in the Budget appropriations for the Army for any increase along the lines provided for in the Army reorganization act for the National Guard, from June 30 this year and continuing through the next fiscal year.

The CHAIRMAN. When you state the number as 140,000, you mean by that, do you, that that is the number that has been organized and federally recognized?

Mr. MARKEY. Federally recognized. I was advised by Gen. Rickards yesterday that that is the number, and the committee is submitting these facts, based upon his statement.

Senator FLETCHER. Does that include officers and men?

Mr. MARKEY. That includes officers and men.

Senator FLETCHER. How many officers? Do you know?

Mr. MARKEY. I do not know, but I desire to say on behalf of this committee that we are particularly interested in the 18 National Guard provisions, as are provided for in the Army reorganization plan. We believe that those 18 divisions are of first and prime importance, and that the correlated groups as represented in the corps and Army troops, are of secondary importance. If there should be any way in which first consideration in the recognition of any other units would be given to the basic divisional troops, it is the opinion of this committee that that is wise and sound.

The CHAIRMAN. You think it would be good policy to permit the organization of the Army and corps troops to be delayed?

Mr. MARKEY. Yes, sir.

The CHAIRMAN. And the others to be hastened?

Mr. MARKEY. Yes, sir. That is the opinion of the committee.

The CHAIRMAN. You mean by that, the pioneer regiments and the anti-aircraft?

Mr. MARKEY. Yes. For instance, Mr. Chairman and gentlemen of the committee, I was advised that of the 140,000 that there are to-day in the National Guard, 97,000 are in the divisional organizations, and the balance are in the corps and Army troops. We consider the divisional organizations to be of the first importance.

Senator LENROOT. Do you think provision should be made for an increased National Guard, even though in order to do so, it might be necessary to reduce the personnel of the standing Army? In other words, if there is a given amount of appropriations, would you so divide it?

Mr. MARKEY. The committee has not approached that phase of the question, and as to just what their recommendations are I do not know. Their interest is first in the development of the citizen-soldier part of the Army.

Senator LENROOT. But you indicated in your statement that to be the fact?

Mr. MARKEY. But we indicate also that we believe that the Regular Army, at its strength to-day of approximately 150,000 men, represents about what is necessary for the proper functioning of the Army of the United States, if there is desired any force in this country for emergency purposes.

Senator LENROOT. Another question with reference to your brief. There seems to be some omission in your statement here: "And also that the law which allowed men who had previously been recommended for the congressional medal of honor, but who failed to receive the distinguished service cross, be changed so that the law shall apply to all persons now in, or who have been honorably separated from the military service of the United States."

Just what do you mean by that?

Mr. MARKEY. It may not be as clear as it ought to be, but I want to give you the substance of it. The law, as provided, prevents men who were not in the service of the country from receiving proper consideration. You will notice it says, "shall apply to all persons now in, or who have been honorably separated from." That is the substance of it. It is also the opinion of the committee that this subject should be considered under two separate heads, because the first part of it applies entirely to World War veterans, and the second part would apply to veterans of other wars, and we do not think that one should be coupled with the other in matters of legislation.

The committee will be very glad to answer any questions that will throw any further light upon this statement.

The CHAIRMAN. We are very glad to have you here and to get your views, and let me say that we will be obliged to have any other observations that you have got to make concerning the scheme that is now working; as to how it is working out, or how you think it might be improved, or how you think it might be improved or protected.

Mr. MARKEY. The attention of the committee might be called to the fact that this provision that we have put in our brief recommending an extension of time in considering awards for D. S. C., D. S. M., etc., is a direct mandate from our national convention, and is based upon the consideration that a generous allowance of time should be given. A time limit is desirable, but there should also be a generous allowance made for those who require possibly affi-

davits that come from men in all sections of the country, and it is very difficult to locate a lot of men to-day whose affidavits possibly are necessary.

The military affairs committee last year gave very careful consideration to it, and made this recommendation to the national convention, which was adopted, that the time limit be five years from the declaration of peace, which, under our interpretation, is from the proclamation of the President, about four months ago.

Senator LENROOT. Do I understand that the law now is that these medals can not be conferred after separation from the service?

Mr MARKEY. Those last medals; yes.

Senator LENROOT. That is what I mean.

Mr. MARKEY. Yes, sir.

The CHAIRMAN. In your recommendations concerning the medals, did you take into account or make any estimate of how many medals had been conferred thus far?

Mr. MARKEY. We have not, Mr. Chairman.

Mr. LOGAN. We did learn, Mr. Chairman, that the War Department did recommend that it should be extended only six months, and that matter came to our attention when we went before the House Military Affairs Committee yesterday. I think we explained, or tried to explain, to them that six months would be utterly of no avail to us; that therefore any time which had been arrived at, after almost a year's discussion, by the legion military policy committee, we were serious in our recommendations in asking for five years from the date of the declaration of peace.

The CHAIRMAN. You think it will take that time to do justice?

Mr. LOGAN. You see, the difficulty is that in the citizen army, these men who composed it came from all parts of the country. Recommendations were made at the time the acts occurred, and those recommendations in some instances were lost, and in some instances were not approved, and never reached the board which had the awarding of them. Now, in the gathering together of the records of regiments, the action which was taken upon them comes to light, and that further information which can be now obtained, should be obtained, so that these men who should be awarded medals may receive them. Several men who were in my regiment are now scattered all over the United States. If you want to get their affidavits, it is a matter of substantial time to get the necessary information from these men. Therefore we believe that there should be substantial time allowed, and not the extension recommended by the War Department, namely, a period of six months, which period would have substantially expired in another month from now, and therefore the legislation would have been of no avail. The original application for the award must be filed within three years after the happening of the event, so that on November 11, 1921, any applications then not pending had lapsed. If you give them six months more, it would make them six months from November 11, 1921, and that would be of no avail at all.

Senator WARREN. Is it your understanding that all that were pending and not acted upon would lapse? All these applications or recommendations that were pending when the date arrived would lapse, notwithstanding they had been filed and received unfavorable consideration?

Mr. LOGAN. I think not. It is perfectly clear in my mind what would happen to those which were then pending.

Senator WARREN. My understanding is that that time limit is simply the time for the applications to be made in, but that the bestowal could be made afterwards.

Mr. LOGAN. My understanding of the act is that the recommendation must be made within a period of 3 years; but exactly as this, it could be awarded 10 years from now.

Senator WARREN. The reason for that is rather apparent, when in times past, before this war, the committee have been besieged by applications 10 or 15 or 20 years old, and the kind of evidence that was presented, of the commendation of officers or those they served under, or with whom they served. It seemed necessary to have some date of termination. I have not given much attention to the matter and I might be wrong. I should think that those that were filed within the time would be alive until they were passed upon, either favorably or unfavorably.

Mr. LOGAN. Well, for instance, this occurred in some instances: A company commander would make a recommendation, and it came up to the regimental commander, who forwarded the recommendation, and it went to division head-

quarters, and whoever had charge there—I have seen that in some division records, wrote, without knowing anything more than he saw in the affidavits, "No," with his initials after it, or "Yes," with his initials after it. It was no satisfactory adjudication or determinaton as to whether that man was entitled to an award or not. In some instances, the records going from regimental headquarters to the division headquarters were lost.

In a number of instances men who unquestionably ought to get awards have not had their matter finally presented to the final authority, namely, the board which has been constituted for the awards. Now, time is bringing up the question as to what happened with this recommendation or that recommendation. What we want, therefore, is a deliberately determined time in which we may gather together the recommendations which were made, see what determination has been made upon them, and press for the awards which we believed at that time ought to be given. It is not for the purpose of searching out new applicants for an award and getting an award for them; but, in fact, gathering together the recommendations which were made at that time, or in some instances, recommendations which were not made at that time but should have been made, and getting to those men the awards for their distinguished service that the Government originally intended that they should have.

It can not be done unless there is substantial time given. The men who composed that Army in large part were citizens, who, when they got out of that Army, had to get back and attempt to adjust themselves to the changed economic conditions which they found upon their return. For example, I was interested in my own practice. There were men in my regiment who ought to get awards, but I have been trying to gather together my own business, and not perhaps, as I should have been, devoting my time to getting the awards that these men ought to have. That is true with men all over the country, not only with colonels or lieutenant colonels, but with majors, captains, and lieutenants.

Now, if a man ought to get an award, the Government provides a method by which it shall be determined and how they shall get it. What they want now is, in the calmer days of peace, that they might have an opportunity of gathering together the proper affidavits and submitting them to the properly constituted authorities and getting for these men the awards which they may deserve.

Senator FLETCHER. It is not for the purpose of opening up the question and letting in applications that never have been heard of, but it goes back to the original company commander's indorsement and starts there, I suppose?

Mr. LOGAN. It will have to be taken up by the man who personally saw the act itself, by the proper constituted authority recommending to the board which sits here in Washington, I think, the basis upon the papers as they are presented to them. In other words, for example, suppose Col. Markey is recommended for an award; if it gets up to this board and this board is not quite satisfied with the affidavits which are presented, there appears in the affidavit a statement of some man who saw the act performed at that time, and additional information is required from this man. You then try to find out where Sergt. A is. His original address was given somewhere in Missouri. Then you try to find him. He has moved from Missouri, and he has gone down to Texas, and you try to find him there. That can not be done in six months.

If Congress determines that all they are entitled to now is six months, I think the Legion would say we had better not have it at all, because it is useless.

Senator FLETCHER. Suppose Col. Markey performs some act that would entitle him to this medal, but nothing has been said about it heretofore, would you want to bring up that sort of a case now, to start it now?

Mr. LOGAN. Yes, sir. As a matter of fact, Senator, it was absolutely impossible to operate the typewriter as prettily in those days as it is now. In very many instances it was the captain who expressed in the English language the deed itself that got for his man the award. Oftentimes these awards failed because the language of the company commander did not sufficiently express the act. There is not any doubt about it.

The CHAIRMAN. His mastery of English was not sufficient?

Mr. LOGAN. The company commander who wrote the best English in describing the same act got the award. Now, all the company commanders were not college graduates, and therefore we want an opportunity for a proper consideration, under more reasonable terms, of the nature of the act which was performed and the reason for the decoration.

Senator LENROOT. I have the law before me here, and I observe that the prohibition is against the issuing of those medals after three years of the performance of the act, except in cases of those who are now in the service and the act is shown by the official records of the department. Now, do you think that this should be extended five years for the purpose of application? Should there not be some time when new applications shall be cut off prior to five years from the passage of this law?

Mr. LOGAN. Well, Senator, how are you going to determine when the application was made? The company commander makes application to me. I forward it and it goes to the division headquarters. It is handled in the division headquarters by a man who does not know anything about it, except the literature as presented to him. Now, is that application made or is it not? I have never been able to determine. It never reached the board which might have passed upon it, because it stopped right there.

The CHAIRMAN. What Senator Lenroot means is, is it necessary to extend the period to five years for the purpose of making the application?

Senator LENROOT. Initiating the application; yes.

The CHAIRMAN. Had you considered the possibility of limiting to a shorter period the making of applications, but extending to the five-year period the settlement of the applications?

Mr. LOGAN. I had not considered that, except just this: If the act itself warranted a decoration, if the failure of the man to get a decoration was due not to his fault but to the fault of the man who happened to be his superior officer, if when they get back from the war they are too busy with other things to get that man his decoration that man is justly entitled to, you are only extending to that man a wider opportunity to get recognition, which the Government believes he ought to have if the act itself justifies it. I do not think it makes a particle of difference whether you extend the act 5 years or 20 years, if the deed itself is worthy of recognition. The sooner he gets recognition the better; but if it has to be delayed even 20 years to get justice performed, no time limit ought to be put on that.

We only suggested this time limit because we believed that if they saw that they had to get these things in now, by raising the question and getting agitation on it the application will be made by men who had forgotten about the things themselves in getting for the man this recognition. They would begin to gather together their information and to get it now.

For example, I have a case in point. There was a motor cycle rider in my regiment named Julius Hooley, who is a blacksmith in the city of Lowell. I do not think there was a braver man in my regiment. He had absolutely no distinction for his service. He was an ordinary little ruffian. He was born near Nancy, in France, and he rendered most conspicuous service. I do not know of any man in my regiment who rendered better service. He has no decoration for that service rendered. It is not entirely my fault, but it is the fault of others in the regiment that that man has not got a decoration. He is a man of no social position, but a man whom I believe ought to be awarded the distinguished service cross at least by this Government. I want an opportunity to get that recommendation of that man in.

The CHAIRMAN. Now, take the case in hand. Would it not be sufficient to allow a year or two for the filing of the application and then allow a more extended period, of course, for passing upon the application? I agree with you thoroughly that this six months which is now proposed as only an extension of time is utterly inadequate. In fact, it is almost null and void the day it is enacted, but five years from now it might be a great deal easier to get applications than it is now. What we are all concerned with, and you more than we, is that there be no cheapening of these medals; that they be held up as real, extraordinary decorations, and if we limit the time of applications for a reasonable period I think we will fortify ourselves against a letting down of the standard, as reflected in applications which we will say might be put in four years or four years and six months from now.

Senator SHEPPARD. Must the application come from the man himself?

Mr. LOGAN. No. The application must be made, generally, by one of the observers and affidavits submitted of the act itself by those who saw it.

Senator SHEPPARD. Then, generally, it would be made by the commanding officer?

Mr. LOGAN. It generally was made by the commanding officer.

Senator SHEPPARD. Does the law extending the time for application specify who must make the application?

The CHAIRMAN. No. That is a matter of regulation in the department.

Senator SHEPPARD. Of course, the man himself frequently is too modest to make the application.

Senator LENROOT. I find another provision of the law here. In addition recommendation for recognition must be made within two years after the performance of the service, and it can not be conferred at all unless the official records in the department show distinguished service. Now, in the case you speak of, under the law as it is, even though notwithstanding that, you can not get a distinguished medal for your man.

Mr. LOGAN. I think I could.

Senator LENROOT. You said there was nothing in the records of the department to show any distinguished service upon his part.

Mr. LOGAN. Right, because there were those in our division who arbitrarily determined, far from the scene of activity, whether the man ought to get an award or not.

Senator LENROOT. But this language is "nor unless the official records of the department show distinguished service."

The CHAIRMAN. The application from the company commander constitutes the official record.

Senator LENROOT. But not at this date, I take it. I do not think the application of one who is no longer in the service would constitute an official record of the War Department.

Mr. LOGAN. I think so. I think you are wrong about that, although you may be absolutely correct. Take my division, for instance. We came back from the war, and our records went to Camp Devens. They were kept in those wooden barracks, and they went in some instances to Camp Meade. A fire occurred there and they were destroyed. We are trying to get the records of our division together. I assumed they are officially in the records of the War Department.

Senator LENROOT. Yes; I don't question that, but here is the record as distinguished from the application or recommendation now by the company commander. There is nothing in that record showing distinguished service. Do you think that an application made by you now would constitute an official record of the department?

Senator FLETCHER. What is the present record of this man that you speak of? His military record? What is there on the record to show his service?

Mr. LOGAN. I don't know, sir. I only know that he was recommended, and I know that the award was never made. Now, we were never in a position to get in control of the records, which were above us. Now is the only time we are beginning to find any trace of them.

The CHAIRMAN. Then he was recommended?

Mr. LOGAN. He was recommended.

Senator LENROOT. I understood you to say there was nothing of record.

The CHAIRMAN. That is a part of the record, then.

Mr. LOGAN. But, where is the recommendation?

Senator LENROOT. Well, if before your separation from the service, and while you were in the service, you had made that recommendation, I take it for granted that that would constitute an official record of the department.

Mr. LOGAN. I should assume so; yes, sir.

Senator LENROOT. But after you have separated yourself from the service and you make a recommendation, I do not consider it would be an official record of the department.

Mr. MARKEY. That is a very fine point you are raising there.

Mr. LOGAN. It might be that if that is so we should ask for a further change in the law.

Mr. MARKEY. I think you ought to examine that phase.

Senator LENROOT. I am not taking a position on it one way or the other. I am simply considering the law as it is.

Mr. LOGAN. We are not considering the technical question as to whether they come within the provisions of that rule.

Senator LENROOT. But you are asking for an extension, and my query is what good would your extension do you unless you further amend the law?

Mr. LOGAN. We want to get for these men what they are entitled to get for their service. If they are not entitled to get it, they ought not to have it; but we want the opportunity for these men to get awards, not for the purpose of cheapening the medal, but for the purpose of enhancing the value of the medal, so that the men who perform these acts will actually get the medal.

Senator LENROOT. I suggest that you reconsider this matter, in view of the provision of the law, and see if you have any further suggestions to make.

Mr. MARKEY. Don't you think that it would be necessary for the Judge Advocate General to rule what would constitute the official records before we consider additional legislation on this subject?

Senator LENROOT. Yes; but suppose we give you this extension, then what?

Mr. MARKEY. But if we could determine it now, whether it would constitute the official record, then it would cover all cases.

The CHAIRMAN. What do you think, Col. Markey, of the five-year period for the making of applications?

Mr. MARKEY. I think your point is very well made, Senator Wadsworth. The committee never really gave consideration to that phase. We were considering the subject as a whole, and we felt just as Col. Logan indicated, that there should be a generous provision on behalf of Congress. It might not take that long, but we thought there should be a time limit. We might have said three years, and then we said: "Well, why not give full opportunity for the presentation of any worthy case?" We thought that would be sufficient time to give them all consideration. After that, you could limit the time for the making of applications to a shorter period than the time of awarding them.

The CHAIRMAN. You mean, make the time for awarding them longer?

Mr. MARKEY. Yes.

The CHAIRMAN. You see, the making of the application does not require very much time.

Mr. MARKEY. No.

The CHAIRMAN. It is the supporting of the application by affidavits and finding the men who saw the acts that takes up the time.

Mr. MARKEY. As a concrete suggestion, you have in mind three years for the applications and five years for the awards?

The CHAIRMAN. Well, something of that sort.

Senator FLETCHER. I think you will have to amend that statute rather than simply extending the time.

Mr. LOGAN. The general who commanded a brigade in our division sent me a note with two cases in it. One is the case of Capt. Wells, who was killed. The only witness to his killing was the medical officer, who was promptly transferred from the division. No recommendation was made, and Gen. Cole believes that his act was an act which would warrant the awarding of some decoration. The other is Gen. Cheatham. A recommendation was made for an award to him. Those papers are lost. Now, there are two cases upon which the official records might not show that the application was made, but at least in which applications ought to be made, and the doors ought to be open for letting in those applications. If it was determined at that time that the awarding ought to be made by superior officers, and that application never got into the records of the War Department, there ought to be an opportunity for getting in those records.

Mr. MARKEY. We will take that matter up, and we will also look into these provisions of the law and secure interpretations, if possible at this time, from the Judge Advocate General as to the admissibility of official records in the shape of new statements.

The CHAIRMAN. Now, your statement which you read at the beginning of the hearing lays especial emphasis on the National Guard and the Organized Reserves?

Mr. MARKEY. Yes.

The CHAIRMAN. Now, I understand that you favor the support of those two in connection with the appropriations. You might tell us, Col. Markey, in support of that argument, how you think the National Guard is getting on, for example. We just know the figures you have given of 140,000 men, but there is a great deal more to it than mere figures. Is is growing healthily?

Mr. MARKEY. If you permit, I can answer in a personal way. I command a federally recognized regiment of Infantry in my State of approximately 1,200 officers and men. We have had a steady and consistent growth. An unusual thing about my regiment is that practically all the officers have had combat service, and this fact has materially aided our very substantial progress. There are a number of readjustments that we considered should be made, but they are more or less of a minor detail, but considering the policy as a whole, and looking upon the National Guard as what Congress expects it to be, a dependable military asset to our Nation, I feel that what experience I have had would

lead me to believe conclusively that that is true and that the National Guard is in a very healthy state.

I have a graph of each of my company's attendance, and just to look at that occasionally gives one an idea of the regularity of the attendance at the assemblies for instruction. I know that in my own State of Maryland—and I am somewhat familiar with the National Guard of Senator Pepper's State, Pennsylvania—I know that we feel we are making very substantial progress and that the efficiency of the guard, judged to-day as compared to the guard judged the year before the war, or in 1916, in my opinion it is at least 50 per cent more efficient.

The CHAIRMAN. That is a very encouraging report.

Mr. MARKEY. We have had no real difficulty at all. We recently passed over what we called our first crisis. The first crisis in the average National Guard regiment after its reorganization is contained in the period when the 1-year enlistments expire. Men with previous service are permitted to enlist for one year. The others are required to enlist for three years. We have passed that 1-year enlistment period, and we hardly noticed same as there was hardly any diminution at all in the strength of the regiment.

The CHAIRMAN. What persentage of your enlisted men are veterans?

Mr. MARKEY. The percentage runs, I judge, about anywhere from 10 to 15 per cent in the various companies, with an average of about 12½ per cent, largely represented in the noncommissioned personnel. I heard an interesting statement this morning from Gen. Leach, who is here from the National Guard of Minnesota, in which he stated that he preferred not to have private soldiers in his organization who were veterans of the World War. He felt that these men had received in the war sufficient training as private soldiers, and if their qualifications did not justify their being noncommissioned officers it was, in his opinion, better to spend this time and money on the training of new men.

It is a perfectly normal condition that we do not have any more war veterans than we do in the National Guard; and as long as we have the commissioned personnel and at least 50 per cent of the noncommissioned personnel with war experience, I am confident the National Guard will be in splendid condition for active field service.

Senator FLETCHER. What is the size of your companies?

Mr. MARKEY. The size of the Infantry companies averages about 70 men. I have two or three companies with 90 or 95, but they would average about 70 men for the lettered companies.

The CHAIRMAN. Did any of you have any observations to make of the Organized Reserves?

Mr. MARKEY. Mr. Cosby is here, and he can possibly say something in connection with this branch of the service.

The CHAIRMAN. We would be very glad to hear him. Just give the reporter your name for the record, Mr. Cosby, and then proceed in your own way.

STATEMENT OF MR. ARTHUR F. COSBY, NEW YORK CITY.

Mr. COSBY. My name is Arthur F. Cosby. Gentlemen, the Organized Reserve is still approaching its first crisis—to carry on the expression of the chairman of this committee, Mr. Markey—because the Organized Reserves comprise four elements—the Officers' Reserve Corps, of 65,000 men, who have not yet been called into active service under the law, which allows a 15-day limitation, because of lack of appropriation; the Reserve Officers' Training Corps unit, which is a going concern, growing stronger and more successful every year; the Citizens' Military Training Camps, which were started for the first time last year, and very successfully started. The appropriation was a small one, and allowed 11,000 men going to the camps, although 40,000 actually complied. Then, the Enlisted Reserves, which is still in the making.

Those are the four elements of the Organized Reserves, they together making the third component branch of the Army, and they in time of a national emergency will be the nucleus of an organization for providing under this national defense act a system of 3 divisions in each corps area, or 27 divisions. That is, in point of numbers, the Organized Reserves is the largest element, potential in the future, of any of the branches of the Army under the reorganization act; so that, speaking for the Organized Reserves the opinion of the Legion committee was that here is a branch that is still in the making, partly made, but very much has to be organized.

The appropriations recommended by the War Department and approved by the Budget Committee for all of these four units totals something less than $11,000,000, scattered through these four branches. In the opinion of the legion committee, that amount is the minimum amount to get this important element of the citizens' army and of the future Army of the United States going successfully. If you reduce this amount you will practically kill this branch of the service before it gets going. In a broad way, that is the view of the committee on that point.

Senator SHEPPARD. What is the estimate for the coming fiscal year?

Mr. COSBY. That is the estimate, sir—$11,000,000.

Senator SHEPPARD. Was that what you had last year?

Mr. COSBY. The estimate last year, sir, for the total was but four or five millions. For last year, the Officers' Corps—remember you have got 65,000 men in the Officers' Reserve Corps to-day—65,000 officers, with a certain amount of training, with certain approved standards, ready to serve the country; but last year the appropriation for them was only $250,000. That allowed some hundred to go into the training camp to help in the Citizens' Training Camps, and a few to go on duty here in the War Department General Staff. The recommendation for this year for them is three or four million dollars. That will allow 20,000 being called out for the 15-day training period.

Senator SHEPPARD. Is that included in the $11,000,000?

Mr. COSBY. Yes, sir; that is included in the $11,000,000. That also provides not only for the 15-day training camps, but also for some of them to act as instructors in the Citizens' Training Camps, to help in that instruction, and also for some of them to go on duty in the War Department with the General Staff. Under the present policy they have a few of the Reserve Officers on duty in the War Department.

The CHAIRMAN. I think there are not over a dozen altogether, are there?

Mr. COSBY. No, sir. It is a very small amount. There is an increase this year of from $250,000 to $3,000,000, but this Officers' Reserve Corps had never been called out before. We all know that these young men who wanted to get into active service and keep up their training have never before had an opportunity.

The R. O. T. C. appropriation last year was very much the same as they have asked for this year. Last year it was $3,000,000. This year it is $4,000,000. Those are in the colleges. There are about 350 colleges that have R. O. T. C. training camps, and as they graduate they come into the Reserve Corps and the National Guard.

Senator SUTHERLAND. What is the amount appropriated for that item?

Mr. COSBY. This year $4,000,000. Last year it was $3,000,000.

Senator SHEPPARD. You mean the estimate is $4,000,000?

Mr. COSBY. The estimate this year; yes, sir.

Senator LENROOT. And the appropriation last year was $3,000,000?

Mr. COSBY. The appropriation last year was $3,000,000, roughly, somewhere around there. For the Citizens' Military Training Camps the appropriation last year was $900,000, which permitted about 11,000 being trained. The recommendation for this year is $2,700,000, which would permit of about 33,000 men going into training.

The CHAIRMAN. That is for the five-week period?

Mr. COSBY. That is for the 30-day period. I presume the members of your committee are familiar with the general provision of these training camps, in which the Government pays all the expenses of these young men for 30-day periods. They are absolutely democratic; they are held in all parts of the country. The way that law has been administered is that every State and every part of every State has an equal chance for the young men to come to these training camps.

Senator SUTHERLAND. How is this money expended for the Officers' Reserves?

Mr. COSBY. Under the law, sir, a member of the Officers' Reserve Corps is required to give 15 days on active duty, if called into active duty. In that case he is paid according to his rank. The bulk of that amount of $3,000,000 for your Officers' Reserve Corps is for the pay of the officers. They pay for their own food. That is simply their pay. It is the same in the case of a reserve officer as with a regular officer on active duty. He is simply paid his salary, and then he has mileage. If is ordered to a certain point for training and his mileage is paid.

Senator SUTHERLAND. It is for training, is it?

Mr. COSBY. Yes, sir; that is for active training.

Senator SHEPPARD. Do you mean that they have training camps for these reserve officers?

Mr. COSBY. The plans of the War Department contemplate in each corps area to have training camps. That is being worked out now. It is hoped now to have them trained actively with the troops. Some of them will train with their own reserve divisions.

Senator SUTHERLAND. These reserve officers have nothing to do with the training camps, then?

Mr. COSBY. That is gradually being worked together. These reserve officers would be called out for their 15-day training period, and then some of them, under the plans contemplated, will be given the opportunity of volunteering to give 30 days' duty in addition, and they will be especially selected and used as instructors in the citizens' training camps.

Mr. MARKEY. I would like to emphasize just there, Mr. Chairman, the recommendation of Gen. Pershing, which is unqualifiedly supported by the legion, upon the use of a certain number of these Reserve Corps officers in the citizens' training camps during the summer. He states that it is an experiment to be tried this summer, which you can see reduces the overhead of the officer personnel. If you can call out competent officers and they are qualified to give this training in the citizens' camps, or a certain number of them, rather than to keep that same number of regular officers through a period of 12 months to do the same work, it will materially reduce the expense. Gen. Pershing states that it is an experiment. It is the opinion of this committee that it will be a very successful experiment, and we are very heartily in accord with it. We think that that particularly is what is in your mind, to make some use of these Reserve Corps officers in these citizens' training camps, and if we can do so, of course, it will help in keeping the commissioned personnel of the Army at more nearly the figure that possibly it is to-day.

The CHAIRMAN. For the purpose of the record, Maj. Cosby, I wonder if you will state the qualifications for admission to the citizens' training camps?

Mr. COSBY. The qualifications, sir, are very simple. A man must have average general intelligence and be of good moral character. He is given that certificate by a schoolmaster or clergyman or priest or rabbi. That is what the regulations call for. That is one certificate. The other one, that he should have sufficient physical strength for the work in the camp, is given by a physician. With regard to the age qualifications, the age last year ran from 16 to 35. This year they are going to raise the age limits from 17 to 25, the object being that most of the young men that are coming are of the high school age and some young men in the colleges. They average around 18 or 19; but you must remember, gentlemen of the committee, that the citizens' training camps do not apply simply to these young boys. Their system there is to have three camps, the red course, the white course, and the blue course. The red course is the first, preliminary course in the duties of a private; that is, the basic fundamentals that every soldier must have in every branch of the service. On completing that course satisfactorily he would then go the next year to the white course.

Senator SHEPPARD. Does he take a full year to complete that course?

Mr. COSBY. No, sir. Thirty days. If he completes it satisfactorily he will be eligible to go to the white course camp next year. In that camp the duties are more extended and he is taught the duties of a noncommissioned officer in some branch of the service.

Senator SHEPPARD. Is that completed in the second year?

Mr. COSBY. That is completed in the second year; the second 30-day course. Then in the third year he would take the blue course, where he would have further training that would advance him theoretically to become a commissioned officer.

Senator SHEPPARD. Is that course completed also in 30 days?

Mr. COSBY. Yes, sir. It is completed on paper in 30 days, but at the same time I think everybody recognizes that you can not make an officer like that in 30 days. It is expected that when they get to that point they will take some further instruction, possibly correspondence work or outside work, because they will have to pass examinations. Only a few of those who take that training would probably be fit to be a commissioned officer.

Mr. MARKEY. May I suggest here that the thought in this committee is that these citizens' training camps should be tied in with the National Guard and with the Organized Reserves. If a man, for instance, is going to the white course camp, we believe it should be used to send our noncommissioned officers from the National Guard there for their training. I felt that it would be wise to qualify the statement of Mr. Cosby so that you might know that it is not the purpose to have citizens' trainings camps, 30 days for a private, 30 days for a noncommissioned officer, and 30 days for a commissioned officer that were not helping in developing the National Guard and Organized Reserves. The thought is to coordinate these camps so that these men, when they come out of their training—for instance, a red course camp man will go first into the National Guard or the Organized Reserves and then they may be selected to go back the following year to the white course camp, if they are available material for noncommissioned officers, and later, if selected, to the blue course camp. I think the fact should be given your committee, because you should realize that these citizens' camps are not a distinctive growth along military lines, not correlated with the training of the citizen part of the Army of the United States.

Senator FLETCHER. These enlisted reserves may or may not be National Guard?

Mr. MARKEY. Oh, yes. That is the Organized Reserves.

Mr. COSBY. The whole object of these citizens' camps is to give them an opportunity for training men who have not had it otherwise, to get them interested in the subject, and then act as feeders for the National Guard and also the enlisted reserves.

The CHAIRMAN. How did the camps turn out this last summer?

Mr. COSBY. They were extraordinarily successful, sir, from the point of view of appearance of the boys; the boys themselves, 90 to 95 per cent of them, want to come back this year. Also from the point of view of the employers. We found in the actual recruiting that young men could not give 30 days in many instances. They could not get the time off without the consent of their employers where they were working; but the employers found that when they came back their discipline had improved so much and also their health had improved so much that they are now in favor of having their young men go.

Senator SPENCER. Was the majority of attendance from the employed class or from the school class?

Mr. COSBY. Last year they were young. They were mostly from the school class; but as they go on and increase in numbers you will get a larger proportion from the employed class, because nearly all young men over 16 years old work. We found also, sir, that a great many of them enlisted in the National Guard.

The CHAIRMAN. You mean after they left the camps?

Mr. COSBY. After they left the camps. Others are joining up with the enlisted reserves.

The CHAIRMAN. Gen. Logan, you are an old guardsman. How does the guard regard the Organized Reserves now?

Mr. LOGAN. I think the relationship between the National Guard and the Organized Reserves is on a much more intimate and friendly basis than it has ever been. I remember at the outbreak of the war they came to us just before we went to France in August, 1917, some 50 officers who were reserve officers, and we accepted them with a great deal of diffidence and an attitude almost approaching hostility. We had a lot of noncommissioned officers whom we regarded as splendid men, whom we wanted to promote, but these men came to us. They promptly became a part of our organization, and many of them were the most efficient officers we had. I think we learned, therefore, from our experience that in the first place we were, through this movement, getting efficient officers that we were not otherwise getting; that it was increasing very largely the efficiency of the organization to which they came. As a result of their very splendid service in the war, I think there is a very decided movement on the part of the National Guard not only to cooperate but to encourage every effort on the part of the Government to strengthen and increase the movement for the Organized Reserves, for its officers and its personnel.

The CHAIRMAN. You think it is a pretty good recruiting agency, in a sense, for the Guard?

Mr. LOGAN. Well, I don't know that it is going to work out exactly in that respect. On the contrary, we think that men who find that they haven't got an opportunity of serving in the guard are going into other organizations, be-

cause of the difficulty of giving the time necessary for efficient service in the guard. I do not think it is going to be a very great recruiting field for the guard itself.

Mr. MARKEY. The guard will be a better recruiting agency for the reserves.

Mr. LOGAN. I think so.

The CHAIRMAN. In other words, the guard does not fear the reserves?

Mr. LOGAN. No; I think not. I think that there is a very much better attitude all round than there has been for many years. I think that all elements composing the Army are working more nearly along harmonious lines than they ever have worked before. I am sure that in this committee, which represents every branch of the Army, there has never been more harmony than on this question.

Senator FLETCHER. The question would be whether we are not rather duplicating our effort in launching expenditures that we might avoid by not keeping up the two organizations, whether it would not be better to center on the National Guard, for instance.

Mr. LOGAN. Of course that all depends, Senator, upon how many men you want to get into the service of the United States. Personally, there is a distinct difference between the two services—the service in the National Guard and the other service about which we are talking.

Senator SUTHERLAND. Can you state that briefly? I do not quite understand the distinction.

Mr. LOGAN. A man, for example, who is in the National Guard is required to assemble regularly and is continuously under military instruction. Their opportunity of being called into the Federal service is one which can be immediately complied with. In other words, you can take your National Guard and you can call it out promptly; you can make it act at once.

The CHAIRMAN. You can send it to the border, for example?

Mr. LOGAN. You can send it to the border, as you have done. The other organizations are being gathered together now for the purpose of making completed units out of them, which can get some service, but not the weekly and in some instances daily service that the National Guard is getting. It is the reserve force that will follow along after the National Guard. You will get your National Guard, and then these other men will come along afterwards.

Senator SPENCER. Available for call if needed?

Mr. LOGAN. Available for call if needed.

The CHAIRMAN. But you ought to state that they might be called out only in case of war or a national emergency declared by Congress. The National Guard can be called out by a governor of a State, or can be called out by the President of the United States to repel invasion, suppress rebellion, etc. In other words, the obligation is much heavier than the reserves' obligation.

Senator LENROOT. To that extent the guard is that much more important than the reserves.

Mr. LOGAN. We think so; yes, sir. So that the young man can not fail, therefore, to go into the guard except with the understanding that he may be at once called upon and will have to give up his civil obligation in response to what is regarded as a national duty.

Senator LENROOT. Is it possible that because of the lesser obligation on the part of the reserves that men do go into the reserves that otherwise would go into the guard?

Mr. LOGAN. I do not think there is any doubt about it.

Senator LENROOT. Then we have lessened the efficiency of the guard to that extent, have we not?

Mr. LOGAN. In other words, when I get to the point that I decide to give up my commission in the National Guard, but still desire to have an opportunity to serve the Nation in time of need, still having a military bent, I am going to see if I can not get into the Organized Reserves.

Senator LENROOT. But you might stay in the National Guard but for the existence of the reserves?

Mr. LOGAN. No; I think not. I think every one of us looks forward to the time of turning over to the younger men the opportunity of getting into more active service, but still hold ourselves ready in case of emergency, for we have followed this game for many, many years, and we would like to still remain in a position where we can continue to render service to the Government in time of need.

Senator SPENCER. Now, while it is actually true that there may be a few that would go into the reserves because it is available, who, in case the reserves were not available, might go into the National Guard, is it not equally true that that number is comparatively negligible compared to the much larger number who would go into the reserves because it is available, who, if it were not available, would go nowhere?

Mr. LOGAN. There is no doubt about it. For example, a man went into the war and served in the Officers' Reserve Corps out of a feeling of duty, and there was that opportunity for them to give service, and they were determined and anxious to get into it. They were not in the National Guard before the war, because that necessity did not impress them or they were not willing to give their time from their duties to the service in the National Guard, but who are willing to give a lesser time from their business duties to military service. Others are particularly fond of it and are willing to join the National Guard. Therefore the Organized Reserve is an opportunity where this man can be in training and can be called upon by the Government in a much greater state of efficiency than if the Government failed to provide that opportunity for this man by appropriating the money for the Organized Reserves now. In other words, you are getting very much more efficient service from this civilian population than if you failed to make the appropriation. In other words, as the military game progresses these men will not have progressed with it, and we certainly want progression, which they can get by a slight expenditure on the part of the Federal Government. You are getting a wonderful personnel when you are getting these men in.

Senator SPENCER. If there were no Organized Reserves at all, the service of these men would be entirely lost?

Mr. LOGAN. Absolutely, sir. Some few of them would go into the National Guard, but I know that in my own case, for instance, I happen to be a brigadier general of the National Guard now, and some men whom I asked to go on my staff, who had been Reserve officers, said that they could not afford to give up the time to the National Guard, but that they would go into the Reserves or they would go to war again, but they were not going to be continually under obligations by which they would have to be bound if they were in the National Guard. I wanted those men actively. If you can not get those men actively, you want to get them as actively as you can get them. The only way you can get them is to get them into the organized Reserves.

Senator SPENCER. The National Guard depends in part on the individual action of the State, doesn't it? It is not independent of any State?

Mr. LOGAN. No, sir.

Senator SPENCER. So that one State may promote the National Guard and another State might neglect it?

Mr. LOGAN. Yes, sir.

Senator SPENCER. But the Reserve is wholly a national affair?

Mr. LOGAN. Yes, sir.

Senator SPENCER. To what extent has the National Guard been reestablished since the war by the various States?

Mr. LOGAN. I can only speak of Massachusetts with any degree of authority. There I think it has progressed to a very efficient degree.

Senator SPENCER. Have all the States taken action?

Mr. LOGAN. I think so, but I do not know the degree of success they have had in the different States. I know in some States it is greater than it is in others. It always has and probably always will be.

Mr. MARKEY. These tables are very interesting. I have observed them in the Militia Bureau. I am going to ask you to hear from Gen. Leach, from Minnesota.

The CHAIRMAN. We would be very pleased to hear him.

STATEMENT OF GEORGE F. LEACH, MINNESOTA.

Mr. LEACH. I would like to add just one point. I have been in the same regiment for over 20 years. I understand that I was the first National Guard officer in the United States to take examination for a Reserve commission. This was several years ago. I took it at Sparta, Wis. I am very much interested in the Reserve Corps for the reasons that have just been advanced and for other reasons. For instance, in the Artillery we need many specialists. We need balloon observers. We need radio experts. Some of these men live in

towns where they can not take advantage of the National Guard organization. Some of them live where they can do so, but I want to keep those men with me. For instance, during the war I had an operations officer who was a wonderful officer. He is now in a little town in Texas working for the Standard Oil Co. as an oil-well engineer. I want to keep that man available in the service of the United States. He can not join the National Guard. There is no Guard in his town or where he can get to it. We have fighting material in the mail service, the airplane service, and many others who are not at home, so that they can not join the National Guard, but these men, I understand from one of the members of the committee, Mr. Rickenbacher, are something like 90 per cent efficient for real service on account of their commercial activities. Those men should be lined up with some service to the United States, and the Reserve Corps presents the only place where they can serve.

As far as the specialist in the Army is concerned, I think the Reserve Corps furnishes a very distinct service. The radio men, for instance, come from men that were with the different radio companies in the country, and are experts in their lines. Those men become excellent soldiers in a short time. They were not capable of commanding troops in many cases, but their services are so valuable and so necessary along these special lines that I want to speak unqualifiedly for the Reserve Corps. I have been in the National Guard almost all of my life.

Mr. MARKEY. Col. Palmer is here, and I will ask him whether he will not make a comment on these two branches of the service.

STATEMENT OF COL. JOHN McA. PALMER.

Col. PALMER. I would like to speak particularly with reference to the possible conflict between the Organized Reserves and the National Guard. It seems to me that the great feature of the new national defense act is that it provides for a definite organization in time of peace of what we have always regarded as the traditional American war army; that is, an army of citizen soldiers. Section 3 of the act provides that the War Department should determine actually the organizations that would be needed immediately on mobilization for national defense, and then it provides for three classes of personnel from which these organizations may be formed. That is, the Regular Army, which must be very limited; the National Guard, which will be more numerous than the Regular Army, but still limited, not only for financial reasons but also by our ability to fill it up by volunteer enlistments in time of peace; then this reserve personnel. Now, we can never have enough men in either the Regular Army or the National Guard to form all of those necessary organizations, so that those organizations which can not be formed from the Regular personnel or the National Guard personnel can not be formed at all unless they are formed in these Organized Reserves. But the theory of it is that if these units which are to come in as a third line are formed in skeleton, if it is determined in advance that they are to be drawn from particular localities—if the officers and noncommissioned officers of these units are in place in these units in time of peace, then the formation of these units would be very greatly expedited if some great emergency should come.

I happened to be on duty with this committee when the law was in preparation and I have noticed a very remarkable change of sentiment in regard to this citizens' army as time goes on. I think it is becoming more and more recognized that the National Guard is the first line of the citizen army, composed of those individuals who are prepared for sudden emergencies, and who voluntarily take that obligation in time of peace. The organized reserve, or second line of the citizen army, will be composed of people who will be obligated only in the event of a great war. Now, I think that what you might call the suspicion between those two forces—very natural when it started—is very rapidly disappearing. We are beginning to see more and more that if these two forces are developed properly, each within its proper line, the development of either will help the other. I know it is Gen. Pershing's policy, and he has so instructed all corps area commanders, that in finding veterans of the war who are willing to serve in the citizen army, all of them who are free to take the National Guard obligation should regard that as the prime obligation. It seems to me that, as time goes on, it will be recognized that these two forces have each an entirely separate mission, and that if either one of

them is properly developed along the line of its own mission it not only will not hurt the other but will help the other. I am quite certain that sentiment is growing.

The CHAIRMAN. Now, were there any other members of the committee who would like to ask the gentlemen any questions? Did you have any further observations to make, Col. Markey?

Mr. MARKEY. No; that is all, Senator.

The CHAIRMAN. Do any of the rest of you gentlemen wish to say anything further?

Well, we are very much obliged to you. I am speaking the opinion of the committee when I say that I hope this will be an annual event.

Mr. MARKEY. We hope to have the privilege of submitting to you at other times, when we are not able to come here personally, memoranda that the committee feel ought to be brought to your attention. We appreciate very much your courtesy to this committee and accept it as representative of your feelings toward the American Legion.

(Whereupon, at 12 o'clock noon, the committee adjourned.)

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